# ORIGINAL



1 BEFORE THE ARIZONA CORPORATION COMMISSION 2 JEFF HATCH-MILLER Chairman Arizona Corporation Commission 3 WILLIAM MUNDELL m DOCKETED Commissioner 4 MIKE GLEASON AUG -7 2006 Commissioner 5 KRISTIN MAYES DOCKETED BY Commissioner 6 BARRY WONG Commissioner 7 8 IN THE MATTER OF THE APPLICATION DOCKET NOS. T-03632A-06-0091 OF DIECA COMMUNICATIONS DBA T-03406A-06-0091 COVAD COMMUNICATIONS COMPANY, T-03267A-06-0091 ESCHELON TELECOM OF ARIZONA, INC., T-03432A-06-0091 10 T-04302A-06-0091 MCLEODUSA TELECOMMUNICATIONS SERVICES, INC., MOUNTAIN T-01051B-06-0091 11 TELECOMMUNICATIONS, INC., XO COMMUNICATIONS SERVICES, INC. AND 12 **QWEST CORPORATION REQUEST FOR** OWEST CORPORATION'S RESPONSE IN OPPOSITION TO THE COMMISSION PROCESS TO ADDRESS KEY 13 JOINT CLECS' MOTION TO UNE ISSUES ARISING FROM TRIENNIAL REVIEW REMAND ORDER, INCLUDING COMPEL 14 APPROVAL OF QWEST WIRE CENTER LISTS. 15 16 Qwest Corporation ("Qwest") submits this response to Covad Communications 17 18 Company, Eschelon Telecom of Oregon, Inc., Mountain Telecommunications, Inc., 19 McLeodUSA Telecommunications Services, Inc., and XO Communications Services, Inc.'s 20 (collectively "Joint CLECs") motion to compel. In support, Qwest states 21 **INTRODUCTION AND SUMMARY** 22 In response to the Joint CLECs' July 5, 2006 set of 45 data requests, Qwest provided the 23 Joint CLECs the comprehensive set of data it used to determine which wire centers in Arizona 24 satisfied the FCC's TRRO wire center "non-impairment" criteria. However, Qwest properly

objected to one request at issue in this motion to compel (request no. 44).

The data that is relevant to this proceeding is Qwest's April 2004 filing of December

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2003 data in Qwest's ARMIS 43-08 annual report to the FCC. This December 2003 ARMIS data is the data that Qwest submitted to the FCC in February 2005 in support of its initial wire center list and is consistent with the data upon which the FCC relied to make its wire center non-impairment criteria determinations in its *TRRO* order.

Through their data request, the Joint CLECs seek data updated through March 2005 (or, if March data is not available, through December 31, 2004). The data the Joint CLECs seek is new, additional data which is different from the data the FCC used to make its fundamental determinations in its *TRRO*. Changing or modifying the thorough, detailed data that Qwest has already provided is both unnecessary and contrary to the FCC's stated intent regarding the data on which non-impairment decisions are to be made.

The Joint CLECs' data request and motion to compel are an attempt to impose upon Qwest an ongoing, open-ended obligation to produce additional data. Compelling Qwest to produce the data responsive to the request would result in precisely the type of complex and lengthy proceeding that the FCC intended to avoid. As the FCC stated in the TRRO, "[w]e are acutely aware of the need to base any test we adopt here on the most objective criteria possible in order to avoid complex and lengthy proceedings that are administratively wasteful but add only marginal value to our unbundling analysis." TRRO, ¶ 99.

Accordingly, for the reasons set forth below, the data the Joint CLECs seek is irrelevant, adds nothing to the probative value of determining the accuracy of the original "non-impaired" wire center list, and is not reasonably calculated to lead to the discovery of admissible evidence. Even a broad and liberally-construed policy favoring discovery in most instances does not apply in situations where the data requests at issue have no relevance to the issues or scope of the docket. Thus, the Commission should deny the Joint CLECs' motion to compel.

### ARGUMENT

I. Qwest's use of December 2003 data is consistent with the data the FCC analyzed in making its non-impairment decisions in the TRRO and is the available data when the FCC directed RBOCs to submit their non-impaired list of wire centers

Qwest's use of December 2003 ARMIS data is consistent with the data the FCC analyzed in making its non-impairment decisions in the *TRRO*. This December 2003 ARMIS data is also the data that was available when the FCC directed Qwest and the other RBOCs to submit the list of wire centers that meet the non-impairment criteria, which Qwest did in February 2005. Specifically, the FCC in its *TRRO* stated: "The BOC wire center data that we analyze in this Order is based on ARMIS 43-08 business lines, plus business UNE-P, plus UNE loops." *TRRO*, ¶ 105. The data which formed the basis for the FCC's analysis was ARMIS data from December 2003, which Qwest filed in April 2004. This same data was also the data that was available on February 4, 2005 when the FCC directed Qwest and the other RBOCs to submit the list of wire centers that meet the FCC's non-impairment criteria. Consequently, the use of December 2003 data is both appropriate and consistent with the FCC's intent to base determinations on "an objective set of data that incumbent LECs already have created for other regulatory purposes." *TRRO*, ¶ 105.

In their motion to compel, the Joint CLECs argue that Qwest's December 2004 ARMIS data was or should have been available at the time that Qwest made its wire center filing with the FCC in February 2005. That assertion is mistaken, however, as ARMIS data is not filed until April of the following calendar year. More importantly, however, even if such data had been available as of February 2005 (or even as of the March 11, 2005 effective date of the *TRRO*), the data would still not be relevant to an inquiry of the wire center list and data that Qwest submitted to the FCC at the FCC's direction in February 2005. Qwest's February 2005 filing at the FCC used *December 2003* data. If the FCC had desired its wire center lists to be based on subsequent

<sup>&</sup>lt;sup>1</sup> There was also no FCC filing of ARMIS data as of March 2005. Thus, the Joint CLECs' request for that data (see data request nos. 33 and 34) also cannot be satisfied.

data, it most certainly would have requested such data. However, the FCC did not request any subsequent data. Rather, it requested the wire center lists based on the most current data available *at the time* those lists were filed in February 2005.<sup>2</sup>

The Joint CLECs claim in their motion that the *TRRO* did not specify the date on which these counts were to be made. They claim, however, that because the order "became effective on March 11, 2005," "[t]he determinations made pursuant to that order . . . should be based on data that is contemporaneous with that date." (Joint CLECs' Motion, p. 3.) However, Qwest *did* in fact provide the data that was readily available, and that the FCC requested, at that point in time. The FCC had requested that RBOCs compile the list of non-impaired wire centers prior to the March 11, 2005 effective date, and thus the "most current data available" at that time was the December 2003 ARMIS data.<sup>3</sup>

Accordingly, the Joint CLECs' attempts to deny that the FCC clearly contemplated the

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<sup>2</sup> The Joint CLECs' data requests also beg the question why they did not act promptly in response to the wire center data that Qwest provided in February 2005 shortly after the FCC issued the *TRRO*. Even if the December 2004 data were relevant to these issues, which it is not, it would not be reasonable for the Joint CLECs' one-year delay in disputing Qwest's wire center list to serve as the basis for requiring Qwest to undertake an entirely new, time-consuming data-gathering effort

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gathering effort. The Joint CLECs' make the nonsensical argument that "the FCC obviously contemplated that the wire center designations are to be based on the most current data available because the TRRO expressly contemplates future non-impairment designations, which would be meaningless if only 2003 data could be considered" (Joint CLECs' Motion, p. 3). Qwest certainly agrees that the TRRO expressly contemplates future non-impairment designations. Those future designations (i.e., subsequent updates to the list), of course, will be made based on the "most current data available" at that time (the ARMIS data filed and available at the date of future filings). For example, as the Washington Commission correctly ruled, "[o]n a goingforward basis, however, Owest and Verizon must submit the most recent ARMIS 43-08 data when seeking to add any new wire centers to the list of non-impaired wire centers the Commission resolves in this proceeding." Washington Initial Order, p. 10, ¶ 24. For example, if Owest were to seek to designate an additional wire center as non-impaired for DS1/DS3 loops or transport at any point during the remainder of 2006, Qwest would be required to utilize 2005 ARMIS data (the most current ARMIS data available today). In other words, if in July 2006, Qwest were to seek to add a particular wire center to the non-impaired wire center list based on business line counts, it would need to rely on the most current available ARMIS report, which was its 2005 ARMIS 43-08 report. That certainly does not mean, however, that the *initial* wire center designation, which is what this Commission is considering in this docket, should be anything other than the "most current available data" at the time that Owest submitted its list to the FCC in February 2005.

application of "readily available" data completely disregard the plain language of the *TRRO*.

Qwest respectfully submits the Commission should thus deny the Joint CLECs' motion to compel.

II. Other state commissions agree with Qwest about the use of December 2003 data

In support of their motion the Joint CLECs quote from a Michigan Commission decision.

However, that decision is not persuasive for the reasons set forth above. Moreover, the Joint CLECs neglect to note that the Washington Utilities and Transportation Commission rejected the

CLECs neglect to note that the Washington Utilities and Transportation Commission rejected the Joint CLECs' position, and thus agreed with Qwest that the *December 2003* data was the appropriate data for the wire center lists. The Washington Commission ruled as follows: "This order finds *December 2003* data appropriate for evaluating Qwest's and Verizon's initial

designation of non-impaired wire centers." (Emphasis added.)<sup>4</sup>

The Washington Commission further elaborated as follows:

**Discussion and decision.** It is reasonable for Verizon and Qwest to submit to the Commission *December 2003 ARMIS data* to support the designation of their initial list of "non-impaired" wire centers. It was the *most recent data* on file with the FCC at the time it entered the TRRO. The FCC used this data in establishing the wire center tiers. Qwest and Verizon used this data in filing their initial lists of non-impaired wire centers with the FCC. (Emphasis added.)<sup>5</sup>

Other commissions have ruled similarly. For example, the Texas Commission affirmed AT&T Texas' utilizing December 2003 ARMIS 43-08 access line data in its non-impairment

<sup>&</sup>lt;sup>4</sup> In the Matter of the Investigation Concerning the Status of Competition and Impact of the FCC's Triennial Review Remand Order on the Competitive Telecommunications Environment in Washington State, Docket UT-053025, Order 3 (April 20, 2006) ("Washington Initial Order"), p. 2, ¶ 4.

<sup>&</sup>lt;sup>5</sup> Washington Initial Order, p. 9, ¶ 23. The Washington Commission also rejected the Joint CLECs' argument that Qwest should provide "updated data" so that the Joint CLECs could "verify[] the status of other wire centers." The Commission ruled:

It would be inconsistent to determine the initial list of non-impaired wire centers based on data from different time periods. *Qwest and Verizon's use of December 2003 data for the purpose of determining the initial list of wire centers is appropriate*. Therefore, the Joint CLECs' request for Qwest and Verizon to provide updated ARMIS 43-08 data is rejected. *Washington Initial Order*, p. 10, ¶ 24.

analysis. The Texas Commission found in its investigation that "the method used by AT&T Texas for determining business line counts is consistent with the FCC's instructions for reporting business line counts for ILEC wire centers." Just a few weeks ago, the Ohio Commission specifically approved the use of 2003 ARMIS data, finding:

The Commission finds that, for the initial list of wire centers, the use of the most

The Commission finds that, for the initial list of wire centers, the use of the most recent ARMIS data available at the time of designation, which in this case was the December 2003 ARMIS business line counts, is appropriate. . . While the 2004 ARMIS data is now available, using it for the initial wire center impairment determinations for high capacity loops and transport would be at odds with the way future wire center impairment determinations will be made (i.e., using the most recent data available at the time of the designation).

## The Ohio Commission concluded:

Finally, the Commission rejects the CLEC Coalition's request for access to the confidential business line information provided to the FCC in December 2004, inasmuch as this information is not relevant to the implementation of the current FCC rule pertaining to business lines.<sup>8</sup>

Similarly, in their state *TRRO* wire center non-impairment review proceedings, the Illinois and Indiana commissions each approved SBC's wire center non-impairment lists -- which were each based upon of December 2003 access line data. Although the commission orders did not

<sup>&</sup>lt;sup>6</sup> Post-Interconnection Dispute Resolution Proceeding Regarding Wire Center UNE Declassification, PUC Docket No. 31303, Order Approving Methodology to Determine AT&T Texas Wire Centers which are Non-impaired, Texas PUC (issued April 7, 2006), at p. 29.

<sup>&</sup>lt;sup>7</sup> In the Matter of the Petition of XO Communications, Inc. Requesting a Commission Investigation of Those Wire Centers that AT&T Ohio Asserts are Non-impaired, Ohio PUC, Case No. 05-1393-TP-UNC, Finding and Order (June 6, 2006) ("Ohio TRRO Order"), at p. 20.

<sup>&</sup>lt;sup>8</sup> *Id.*, at p. 32.

<sup>&</sup>lt;sup>9</sup> Arbitration Decision, Petition for Arbitration pursuant to Section 252(b) of the Telecommunications Act of 1996 with Illinois Bell Telephone Company to Amend Existing Interconnection Agreements to Incorporate the Triennial Review Order and the Triennial Review Remand Order, Ill. Commerce Com'n., ICC Docket No. 05-0442 (Nov. 2, 2005), at p. 30 (in which the Commission found that SBC's business line count methodology was consistent with the FCC methodology and data used by the FCC, without making a determination specifically on the vintage of the data); see also Direct Testimony of Carol A. Chapman in Petition for Arbitration pursuant to Section 252(b) of the Telecommunications Act of 1996 with Illinois Bell Telephone Company to Amend Existing Interconnection Agreements to Incorporate the Triennial Review Order and the Triennial Review Remand Order, p. 38, lines 889 through 898 (where SBC clearly states that 2003 ARMIS data was the data provided to the FCC). Ms. Chapman's direct testimony can be found on the Illinois Commerce Commission e-docket website link:

specifically include language explicitly endorsing the use of the December 2003 data, one can reasonably assume that had these commissions believed a more current data vintage was required, they would have ordered SBC to provide updated access line counts.

Further still, in Verizon states, in which the procedural mechanism for establishing wire center non-impairment was through tariff filings (as opposed to fully contested dockets), the original list of non-impaired wire centers was based on December 2003 business line data. For example, in its filing to expand its original non-impaired wire center list in Rhode Island, Verizon stated:

The original wire center list, which is being updated here, was based principally on 2003 data, as amended in late 2004 to reflect terminated collocation arrangements. <sup>10</sup>

Finally, the CLECs note that the Utah Commission recently granted the CLECs' motion to compel in that proceeding. (Joint CLEC Motion, p. 4.) However, although the Commission in Utah granted the CLEC motion, it expressly ruled that it was "not decid[ing] at this point whether Qwest should be required to use 2003 or 2004 data" (unlike the Washington Commission, which did make clear that December 2003 data was the appropriate data). The Utah Commission may still yet agree with the Washington Commission on the appropriate data vintage now that the hearing in that state has been completed and after the post-hearing briefs have been filed. Accordingly, the Utah ruling should not be persuasive here.

Accordingly, the vast majority of state commissions that have addressed this issue have agreed that the December 2003 data submitted to the FCC is the appropriate data in these types of cases.<sup>11</sup>

http://eweb.icc.state.il.us/e%2Ddocket/ [browse docket function with docket 05-0442, SBC Testimony filed 9/6/05 at 11:22 a.m.]; In the Matter of the Indiana Utility Regulatory Commission's Investigation of Issues Related to the Implementation of the Federal Communication Commission's Triennial Review Remand Order and the Remaining Portions of the Triennial Review Order, Cause No. 42857, Issue 3, Ind. Utility Reg'y. Com'n (approved January 11, 2006), at pp. 15-16.

<sup>&</sup>lt;sup>10</sup> Docket No. 3662, Verizon Rhode Island Proposed Revision to PUC Tariff 18, RI PUC (Jan. 13, 2006), fn. 4.

# III. The Joint CLECs' other arguments are not well taken

Finally, the Joint CLECs allege that "[w]hen describing the wire center data to be used to calculate business lines for determining non-impairment, the FCC expressly referenced its FCC Report 43-08 – Report Definition dated December 2004," which the Joint CLECs aver means that the FCC "obviously contemplated that 2004 (or later) ARMIS data compiled consistent with this report would be used." (Joint CLEC Motion, pp. 4-5.) However, the Joint CLECs strain much too hard to make this argument. The fact of the matter is that the Joint CLECs misrepresent the meaning of the FCC's footnote. Footnote 303 refers to the FCC Report 43-08 Report Definitions that were to be used in the preparation of December 2004 ARMIS data. These definitions do not contain actual 2004 ARMIS data as the CLECs imply, but simply provide instructions for the preparation of year-end 2004 data that would be available in April 2005. Obviously, 2004 ARMIS data was not available in December 2004, and therefore "the BOC wire center data that we [the FCC] analyze in this order" could not possibly be based on 2004 ARMIS data—as the Joint CLECs imply.

The Joint CLECs further claim that updating the data to at least December 2004 might in some way narrow the issues in this docket. (Joint CLECs' Motion, p. 5.) This argument is not persuasive. To the contrary, updating the data would actually add an additional level of complexity to the matter. This is especially so because if December 2004 ARMIS data were to be used, the process for adding wire centers to the list would need to be determined *before* the

<sup>&</sup>lt;sup>11</sup> The Joint CLECs also argue that another RBOC (BellSouth) used 2004 ARMIS data for its business line count information to initially designate wire centers as non-impaired, and they cite to a decision in North Carolina. However, the fact that one RBOC out of four may have voluntarily agreed in North Carolina to use December 2004 data (presumably with concurrence or without objection from the CLECs in that state) is completely irrelevant and not probative of the issue regarding the most current and readily available data that the FCC requested, and that Qwest and other RBOCs provided. Clearly, the most current and readily available data that the FCC requested, and that Qwest and other RBOCs provided, was the December 2003 data from their April 2004 ARMIS filings.

The full document is available at <a href="http://www.fcc.gov/wcb/armis/documents/2004PDFs/4308c04.pdf">http://www.fcc.gov/wcb/armis/documents/2004PDFs/4308c04.pdf</a>, as shown in fn. 303.

initial list could be finalized. Qwest believes that the Commission should validate the original wire center list before it begins to update that validated list.

#### **CONCLUSION**

Accordingly, Qwest respectfully submits that the Joint CLECs' motion to compel is not well taken. The data request at issue (of 48 total requests) to which Qwest has objected is neither relevant to the issues in this proceeding nor reasonably calculated to lead to the discovery of admissible evidence. Qwest is, of course, mindful that the discovery rules in Arizona and this Commission's discovery processes are broadly and liberally construed. Qwest is also aware that the Commission generally encourages disclosure of information through the discovery process and usually defers a determination as to relevancy at the hearing after material has been disclosed. However, some requests, like the request at issue here, are simply too far afield and remote to the issues of the case, and/or that would serve to expand, complicate or confuse the proceeding so significantly, that Qwest must object to them. Despite a policy of broad discovery, the Commission should not allow discovery that goes beyond the issues of the case simply for the sake of discovery. As such, Qwest submits that the Commission should deny the Joint CLECs' motion to compel in its entirety.

RESPECTFULLY SUBMITTED, this 7th day of August, 2006.

**QWEST CORPORATION** 

Norman G. Curtright

Corporate Counsel

20 East Thomas Road, 16th Floor

Phoenix, Arizona 85012 Telephone: (602) 630-2187

2	for filing this 7th day of August, 2006, to:	
3	Docket Control	
4	ARIZONA CORPORATION COMMISSION 1200 West Washington Street	
5	Phoenix, AZ 85007	
6	COPY of the foregoing hand delivered	
7	this 7th day of August, 2006, to:	
8	Dwight D. Nodes Assistant Chief Administrative Law Judge	
9	Arizona Corporation Commission 1200 West Washington Street	
10	Phoenix, AZ 95012	
11	Maureen A. Scott, Esq. Legal Division	
12	ARIZONA CORPORATION COMMISSION 1200 W. Washington Street	
13	Phoenix, AZ 85007	
14	Christopher Kempley, Chief Counsel Legal Division	
15	Arizona Corporation Commission 1200 W. Washington Street	
16	Phoenix, AZ 85007	
17	Ernest Johnson, Director Utilities Division	
18	Arizona Corporation Commission 1200 West Washington Street	
19	Phoenix, AZ 85007	
20	COPY of the foregoing mailed this 7th day of August, 2006, to	
21	this /th day of August, 2000, to	
22	Greg Diamond Covad Communications Company	Alliance Group Services, Inc. 1221 Post Road East
23	7901 E. Lowry Boulevard Denver, CO 80230	Westport, CT 96880
24	Deliver, 00 00230	and the second s
25	·	

2 3	Karen L. Clauson Eschelon Telecom, Inc. 730 Second Avenue S., Suite 900 Minneapolis, MN 55402-2489	American Fiber Network, Inc. 9401 Indian Creek Parkway, Suite 140 Overland Park, KS 66210
4 5 6 7	William Haas McLeodUSA Telecommunications Services, Inc. 6400 "C" Street SW P.O. Box 3177 Cedar Rapids, IA 52406-3177	American Fiber Systems, Inc. 100 Meridian Centre, Suite 250 Rochester, NY 14618
8 9 10	Mike Hazel Mountain Telecommunications 1430 West Broadway, Suite 206 Tempe, AZ 85282	Americas.Com, Incorporated 63 South Harrison Street, Suite B Denver, CO 80209
<ul><li>11</li><li>12</li><li>13</li></ul>	Rex Knowles XO Communications Services 111 East Broadway, Suite 1000 Salt Lake City, UT 84111	Americom Technologies, Inc. P.O. Box 990-165 Boston, MA 02199
14 15	Andiamo Telecom, LLC 10575 N. 114 <sup>th</sup> Street, Suite 103 Scottsdale, AZ 85259	Arizona Dial Tone, Inc. 7170 West Oakland Street Chandler, AZ 85226
16 17 18	Michael W. Patten Roshka, DeWulf & Patten 400 East Van Buren Street, Suite 800 Phoenix, AZ 85004 Attorneys for Covad Communications	AT&T Communications of the Mountain States 6554 S. Zeno Court Aurora, CO 80016
19 20	1-800-Reconex, Inc. 2500 Industrial Avenue Hubbard, OR 97032	Aztech Communications, Inc. 3640 Highway 95 Bullhead City, AZ 86442
21 22	AboveNet Communications, Inc. 360 Hamilton Avenue, 7 <sup>th</sup> Floor White Plains, NY 10601	AZX Connect, LLC 7575 E. Redfield Road, Suite 137 Scottsdale, AZ 85260
<ul><li>23</li><li>24</li></ul>	Airespring, Inc. 6060 Sepulveda Boulevard, Suite 220 Van Nuys, CA 91411	BT Communications Sales, LLC 11440 Commerce Park Drive Reston, VA 20191
25		

1 2	Budget Phone, Inc. P.O. Box 19360 Shreveport, LA 71149	Connect CCCAZ, Inc. 124 W. Capital Avenue, Suite 250 Little Rock, AR 72201
	• '	
3	BullsEye Telecom, Inc. 25900 Greenfield Road, Suite 330 Oak Park, MI 48237	Covista, Inc. 721 Broad Street, Suite 200 Chattanooga, TN 34702
5	Buy-Tel Communications, Inc.	Mark DiNunzio
6	6409 Colleyville Boulevard P.O. Box 1170	Cox Arizona Telcom, LLC 1550 W. Deer Valley Road Phoenix, AZ 85027
7	Colleyville, TX 76034	
8	CCG Communications, LLC	Cypress Communications Operating
9	321 Walnut Street, Suite 170 Newton, MA 02460	Company, Inc. 15 Piedmont Center, Suite 100 Atlanta, GA 30305
10		Titulia, Gri 50505
1.1	CenturyTel Solutions, LLC	DIECA Communications, Inc.
12	100 Centurytel Drive Monroe, LA 71203	Covad Communications Company 3420 Central Expressway
13		Santa Clara, CA 95051
14	CI <sup>2</sup> , Inc.	dPI-Teleconnect, Inc.
15	200 Galleria Parkway, Suite 1200 Atlanta, GA 30339	2997 LBJ Freeway, Suite 225 Dallas, TX 75234
16	Citizens Long Distance Company	DSLnet Communications, LLC
17	4 Triad Center, Suite 200 Salt Lake City, UT 84180	545 Long Wharf Drive, 5 <sup>th</sup> Floor New Haven, CT 06511
18	Citynet Arizona, LLC	Electric Lightwave, Inc.
19	113 Platinum Drive Bridgeport, WV 26330	4 Triad Center, Suite 200 Salt Lake City, UT 84180
20	CM Tel (USA) LLC	En-Touch Systems, Inc.
21	770 Wilshire Boulevard, 7 <sup>th</sup> Floor Los Angeles, CA 90017	13105 Northwest Freeway, Suite 1020 Houston TX 77040
22	Cogent Communications of Arizona, Inc.	Ernest Communications, Inc.
23	1015 – 31 <sup>st</sup> Street, NW Washington, DC 20007	5275 Triangle Parkway, Suite 150 Norcross, GA 30092
24	Comm South Companies, Inc.	Eschelon Telecom of Arizona, Inc.
25	8035 E. RL Thornton, Suite 410 Dallas, TX 75228	730 Second Avenue South, Suite 900 Minneapolis, MN 55402
26		

1 2	Computer Network Technology Corporation 6000 Nathan Lane	Excel Telecommunications, Inc. 2440 March Lane Carrollton, TX 75006
3	Minneapolis, MN 55442	Caronton, 1A 75000
4	EZ Phone, Inc.	Group Long Distance, Inc.
5	Dba Home Phone, Inc. 1095 Home Avenue	6455 East Johns Crossing, Suite 285 Duluth, GA 30097
6	Akron, OH 44310	
7	FirstMile Services, LLC	GTC Telecom
8	dba FirstMile Technologies 750 Liberty Drive	3151 Airway Avenue, Suite P-3 Costa Mesa, CA 92626
9	Westfield, IN 46074	
10	France Telecom Corporate Solutions, LLC	HJH Telecom, Inc. dba Reliant Communications, Inc.
11	Bldg 3, 2 <sup>nd</sup> Floor, Room 2829 Herndon, VA 20171	801 International Parkway, 5 <sup>th</sup> Floor Lake Mary, FL 32746
12	11cmdon, V1 20171	Dake Mary, 1 D 32740
13	Citizens Telecommunications Co Of the White Mountains	IDT America, Corp. 520 Broad Street
14	dba Frontier Communications of the White Mountains	Newark, NJ 07102
15	4 Triad Center, Suite 200 Salt Lake City, UT 84180	
16		
17	Global Connection Inc. of America 3957 Pleasantdale Road	Intellical Operator Services, Inc. dba ILD
18	Atlanta, GA 30340	5000 Sawgrass Village Circle, Suite 30 Ponte Vedra Beach, FL 32082
19		
20	Global Crossing Local Services, Inc. 1080 Pittsford Victor Road	Ionex Communications North, Inc. 2020 Baltimore Avenue
21	Pittsford, NY 14534	Kansas City, MO 64108
22 23	Global Crossing North America Networks 1080 Pittsford Victor Road Pittsford, NY 14534	KMC Data, LLC 1755 North Brown Road Lawrenceville, GA 30043
24	Global Crossing Telecommunications, Inc.	KMC Telecom V, Inc.
25	1080 Pittsford Victor Road Pittsford, NY 14534	1755 N. Broad Road Lawrenceville, GA 30043
26		

1 2	Global Crossing Telemanagement, Inc. 1080 Pittsford Victor Road Pittsford, NY 14534	Level 3 Communications, LLC 1025 Eldorado Boulevard Broomfield, CO 80021
3	Granite Telecommunications, LLC 234 Copeland Street Quincy, MA 02169	Lightyear Network Solutions, LLC 1901 Eastpoint Parkway Louisville, KY 40223
5	Matrix Telecom, Inc. 2912 Lakeside Drive Oklahoma, OK 73120	Max-Tel Communications, Inc. P.O. Box 280 Alvord, TX 76225-0280
7	MCI Worldcom Network Services 201 Spear Street, 9 <sup>th</sup> Floor San Francisco, CA 94105	MCImetro Access Transmission Services, LLC dba MCImetro 201 Spear Street, 9 <sup>th</sup> Floor
9		San Francisco, CA 94105
10	McLeodUSA Telecommunications Services, Inc.	Mohave Cooperative Services, Inc. P.O. Box 20037
11	6400 "C" Street	Bullhead City, AZ 86539
12	P.O. Box 3177 Cedar Rapids, IA 52406	
13 14	Mountain Telecommunications, Inc. 1430 W. Broadway, Suite 206 Tempe, AZ 85282	Mpower Communications Corp. 171 Sully's Trail, Suite 202 Pittsford, NY 14534
15	National Brands, Inc.	New Access Communications, LLC
16	dba Sharenet Communications 4633 W. Polk Street	801 Nicollet Mall, Suite 350 Minneapolis, MN 55402
17	Phoenix, AZ 85043	Willineapons, WiN 33402
18	New Edge Network, Inc.	North County Communications Corporation
19	dba New Edge Networks 3000 Columbia House Boulevard, Suite 106	3802 Rosencrans, Suite 485 San Diego, CA 92110
20	Vancouver, WA 98661	
21	NOS Communications, Inc.	Now Communications, Inc.
22	dba International Plus 4380 Boulder Highway	1695 High Street, Suite B Jackson, MS 36205
23	Las Vegas, NV 89121	
24	NTC Network LLC	NTERA, Inc.
25	633 West 5 <sup>th</sup> Street, 56 <sup>th</sup> Floor Los Angeles, CA 90071	1020 N.W. 163 <sup>rd</sup> Drive Miami, FL 33169
26		

1 2 3	One Point Communications – Colorado, LLC dba Verizon Avenue Two Conway Park 150 Field Drive, Suite 300 Lake Forest, IL 60045	OnFiber Carrier Services, Inc. 11921 N. Mopac Expressway, Suite 100 Austin, TX 78759
4 5	Orbitcom. Inc. 1701 N. Louise Avenue Sioux Falls, SD 57107	Pac-West Telecom, Inc. 1776 W. March Lane, Suite 250 Stockton, CA 95207
6	Payroll Advance, Inc. dba The Phone Connection 808 S. Baker Street	Preferred Carrier Services Dba Phones For All/Telèfonos Para Todos 14681 Midway Road, Suite 105
8	Mountain Home, AR 72653	Addison, TX 75001
9	Premiere Network Services, Inc. 1510 N. Hampton Road, Suite 120 DeSoto, TX 75115	QuantumShift Communications, Inc. 126 Alcosta Boulevard, Suite 418 San Ramon, CA 94583
11 12	Qwest Communications Corporation 1801 California Street, Room 1240 Denver, CO 80202	Regal Diversified, Inc. dba Regal Telephone Company 1119 W. Kent, Suite J
13		Missoula, MT 59801
14 15 16	Rhythms Links, Inc. 7337 South Revere Parkway Englewood, CO 80112	Rural Network Services, Inc. 2205 Keithley Creek Road P.O. Box 217 Midvale, ID 83645
17 18	Rural West-Western Rural Broadband, Inc. 20717 N. 83 <sup>rd</sup> Place Scottsdale, AZ 85255	SanTrac Technologies, Inc. P.O. Box 535 Glendale, AZ 85311
19 20	SBC Long Distance, Inc. 5850 W. Las Positas Boulevard Pleasanton, CA 94588	ServiSense.com, Inc. 180 Wells Avenue, Suite 450 Newton, MA 02459-3302
21	Southwest Metro Communications, Inc.	Southwestern Telephone Company, Inc.
22	1850 McCulloch Boulevard, Suite C1-B Lake Havasu City, AZ 86403	P.O. Box 5158 Madison, WI 53705
23	Sprint Communications Company, L.P. 6391 Sprint Parkway, MS:Z2400 Overland Park, KS 66251	Sprint Spectrum LP dba Sprint PCS
<ul><li>24</li><li>25</li></ul>		4900 Main Street, 12 <sup>th</sup> Floor Kansas City, MO 64112
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1 2 3	Syniverse Networks, inc. dba TSI Telecommunication Network Services One Tampa Center, Suite 700 Tampa, FL 33602	Talk America, Inc. 6805 Route 202 New Hope, PA 18938
4 5	TCG Phoenix 6554 S. Zeno Court Aurora, CO 80016	Tel West Communications, LLC P.O. Box 94447 Seattle, WA 87124
6 7 8	TelLogic dba Quality Telephone 370 N. Market Street Dallas, TX 75202	Telscape Communications, Inc. 606 E. Huntington Drive Monrovia, CA 91016
9 10 11	Telseon Carrier Services, Inc. 7887 E. Belleview, Suite 600 Englewood, CA 80111	The J. Richard Company dba Live Wire Phone Company 4607 E. Molly Lane Cave Creek, AZ 85331
12 13 14	Time Warner Telecom of Arizona, LLC 10475 Park Meadows Drive, Suite 400 Littleton, CO 80124	Trans national Communications International, Inc. 2 Charlesgate West Boston, MA 02215
15 16 17 18	TransAmerican Telephone, Inc. 209 E. University Denton, TX 76201  Trinsic Communications, Inc. 601 S. Harbour Island Boulevard	Tri-M Communications, Inc. Dba TMC Communications 820 State Street, 5 <sup>th</sup> Floor Santa Barbara, CA 93101  UCN, Inc. 14870 S. Pony Express Drive
19 20	Suite 220 Tampa, FL 33602	Bluffdale, UT 84065
21 22	United States Telecommunications, Inc. 5251 – 110 <sup>th</sup> Avenue North Clearwater, FL 33760	Valley Connections, LLC P.O. Box 970 Wilcox, AZ 85644
<ul><li>23</li><li>24</li><li>25</li></ul>	Vanion Telecom, Inc. 2 North Cascade, Suite 900 Colorado Springs, CO 80903	Vartec Telecom, Inc. dba Vartec Telecom (R) / Clear Choice Communications 2440 Marsh Lane Carrollton, TX 75006

1 2 3	Verizon Select Services, Inc. 6665 N. MacArthur Boulevard HQK02D84 Irving, TX 75039	VIVO-AZ 300 E. Maple Road-270, Suite 210 Birmingham, MI 48009	
4 5	Western CLEC Corporation 3650 – 131 <sup>st</sup> Avenue SE Bellevue, WA 98006	Wilshire Connection, LLC 633 West Street, 56 <sup>th</sup> Floor Los Angeles, CA 90071	
6	WilTel Communications, LLC	WilTel Local network, LLC	
7	One Technology Center Mail Drop: TC13B	dba WLNI, LLC One Technology Center	
8	Tulsa, OK 74103	Mail Drop: TC-7B Tulsa, OK 74103	
9	XO Communications Services, Inc. 1730 Rhode Island Avenue NW, Suite 1000	XO Communications, Inc.	
10	Washington, DC 20036	1730 Rhode Island Avenue NW, Suite 1000 Washington, DC 20036	
11	Xspedius Management Co of Pima County,	Xspedius Management Co. Switched Services,	
12	LLC 14405 Laurel Place, Suite 200	LLC 7125 Columbia Gateway Drive, Suite 200	
13	Laurel, MD 20707	Columbia, MD 21046	
14	Zephion Networks Communications, inc.	Gregory T. Diamond	
15	2950 Gallows Road Falls Church, VA 22042	Senior Counsel Covad Communications Company	
16		7901 Lowry Blvd. Denver, CO 80320	
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